

**APPROVED**  
**MINUTES OF THE MEETING**  
**1 November 2001**

Projects Reviewed

Sand Point/ Magnuson Park  
Arts Plan for Pro Parks Community Center Levy  
Viaduct and Seawall Project

Convened: 8:30am

Adjourned: 3:00pm

Commissioners Present

Donald Royse  
Tom Bykonen  
Ralph Cipriani  
Cary Moon  
Iain M. Robertson  
David Spiker  
Sharon E. Sutton  
Tory Laughlin Taylor

Staff Present

John Rahaim  
Layne Cubell  
Sally MacGregor

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**1 Nov 2001 Project: Sand Point/ Magnuson Park**

Phase: Briefing- Several Projects

Previous Reviews: 5 November 1998 (Briefing), 9 September 1999 (Briefing), 17 February 2000 (Scope Briefing), 20 July 2000 (Scope Briefing), 18 January 2001 (Briefing)

Presenters: Kevin Bergsrud, Seattle Parks Department  
 Linnea Ferrel, Berger Partnership  
 Eric Friedli, Seattle Parks Department  
 Jeff Girvin, Berger Partnership  
 Eric Gold, Seattle Parks Department  
 Diane Hilmo, Seattle Parks Department  
 C. David Hughbanks, Seattle Parks Department

Attendees: George Deleau  
 Carolyn Law, Seattle Parks Department/ Seattle Arts Commission  
 Guy Michaelsen, Berger Partnership  
 Skip Norton, Seattle Sports A.C.

Time: 1.25 hours (SDC Ref. # 169 | DC00036)

**Action: The Commission appreciates the update on Sand Point/ Magnuson Park (SPMP) and the thorough presentations by the numerous consultants. The Commission would like to make the following comments and recommendations.**

- The Commission encourages the team to integrate the park's many functions into a coherent system and hopes that this integration unites human-made and natural features of the park;
- encourages the Parks Department to establish a balance between the different uses throughout the site;
- commends the team for addressing the political challenges of this major redevelopment effort and for taking into account the concerns of many groups and communities;
- hopes that each of these previous concerns become guiding principles throughout the redevelopment of SPMP;
- hopes that small architectural elements throughout the park, such as the gatehouse, can be used to enforce park-wide patterns and geometries;
- encourages the team to improve the connections between discreet projects, and believes that improved funding mechanisms would improve the opportunity for cohesiveness;
- supports the wetlands and athletic fields' design and recommends that the team retains strong planning geometries and organizations; and
- where appropriate, encourages the SPMP team to recognize the historical context of the site.

Sand Point/ Magnuson Park (SPMP) is a 320-acre park that partially utilizes existing buildings to create a campus of multiple uses; many projects are proceeding. Future development and improvements are based on various funding sources and opportunities. In 1999, City Council approved the SPMP concept design, and the Parks Department was also required to develop an implementation plan, complemented by public participation and communication plan. Through the public communication plan, the Parks

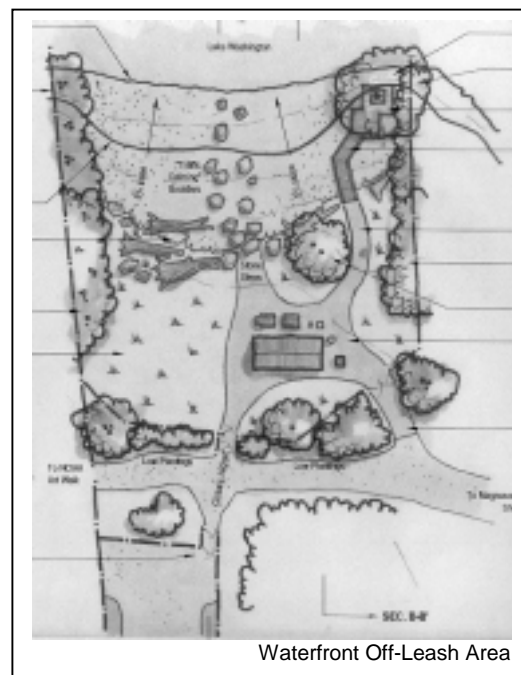
Department has established advisory committees to address certain projects and issues. The Sand Point Community Communication Committee (SPCCC), a group of thirty-five that represents many project advisory committees and other stakeholders, meets monthly to review the overall development of SPMP and to work with the community.

The Parks Department team presented a general update and overview of development activities, and consultant teams for specific projects presented updates on designs for future park amenities.

- The concept design for the community garden calls for an approximately four-acre community garden to be created just east of the Community Activity Center and just north of the Junior League of Seattle Playground. The design includes a tranquil garden, a children's garden, native plant propagation beds, demonstration areas for street trees and composting, spots for approximately 100 P-Patch plots, open gathering places, trails, and a connection to the Community Activity Center building. Parks Department hopes to begin construction of the community gardens and the Community Activity Center in early 2002.
- At the Lake Washington shoreline, there is an 80,000 square foot hanger, which previously housed the Navy recreational boat facility; it is used by the Parks Department for special events.
- The NOAA access road divides the North Shore Recreation area from the rest of the site. The Parks Department team has identified the need for connections across this street.
- Many large warehouse buildings house other types of recreation activities. These may be developed as an arts community center.
- University of Washington owns additional buildings on site, and UW hopes to develop these warehouses with active, educational programs. Additional UW buildings may be developed to house a Montessori school, public health programs, and studio apartments.
- There is a recreation center; renovations will be funded by the Community Center Levy.
- The SPMP site also incorporates transitional homeless housing, through the renovation of six existing buildings.
- The docks and the piers at the motorboat launch area will be restored with Major Maintenance Funds.
- The Radford Court development, housing for UW students, is at the south of SPMP.
- The tennis center is a new complex north of the Navy recreation building. There are six indoor courts and eight exterior courts. Four of the exterior courts could become interior courts during the winter, with an air-supported structure.

#### Off-Leash Area (OLA)

The concept design for the OLA consolidates large areas, so it is not only a long, narrow walk. There is a large open meadow that connects to the north end of the shoreline. The design will be completed in two phases, as the shoreline OLA will require environmental analysis. The design of the upland portion of the OLA has been completed, and construction should be completed by the



Waterfront Off-Leash Area

end of the year. The design addresses the need to protect the water quality and retain the durability of the existing landscape. There is an existing weeping willow that will be retained. There is a steep slope, and the design addresses the need to prevent erosion through the incorporation of natural vegetation, such as blackberry roots. Twigs would also be embedded into the bank. The design balances usable space and sustainable space. Natural vegetation and boulders would be placed near the water's edge; this feature would slow down dogs as they race to the water. There would be two gates at each of the entries to the OLA, linking to other areas of the park. The shoreline OLA would also incorporate an observation deck, providing ADA accessibility to the water's edge. This design is subject to local, state, and federal regulation, and the permitting process may take some time.

#### North Shore Recreation Area

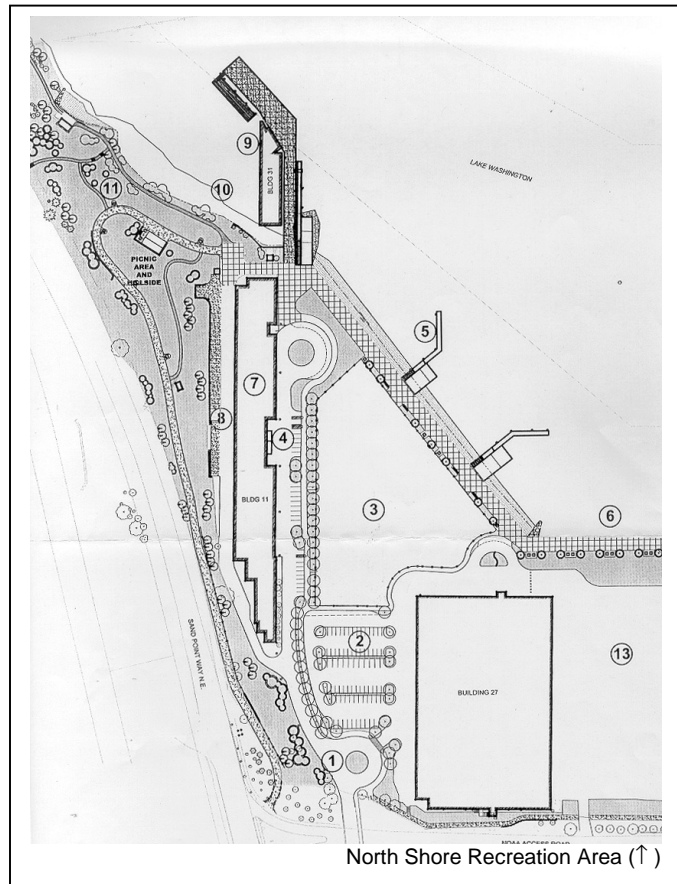
This area will be a center for small, non-motorized boats. To address the needs of a variety of non-motorized boat users, Parks Department worked with several boating groups. The design must respond to local, state, and federal permitting requirements. There will be three docks. The sheltered picnic area will be connected by paths to Sand Point Way and a spur from the Burke-Gilman Trail. This area will also contain a fenced area for boats, an outdoor area for special events, and a staging area. Because the Parks Department has proposed additional fill in front of the existing bulkhead, to develop as a natural habitat, this development is not considered a takings from endangered species; this would be considered a no gain/ no loss development. A significant area of this site is paved; the soil beneath this pavement is contaminated. Due to budget constraints, this pavement will not be removed.

#### Building 47

The old Navy recreation center contains a 750-seat theater, a gym, a five-lane pool, recreational facilities, and other meeting rooms. Using Community Center Levy funds, Parks Department will make structural seismic improvements, ADA accessibility improvements, and renovations within the theater. The Parks Department also plans to build additional restrooms and meeting rooms. The building will return to its original state, and the Parks Department hopes to identify funding sources to renovate the pool. The Parks Department has hosted some activities in this theater, and feels that this building will serve as a significant community asset.

#### SPMP Vegetation Management Plan (VMP)

*"This plan is intended to guide management of Park vegetation based on its current condition and configuration. Prescriptions for future landscape improvements are to be folded into this plan as they are completed."* The Parks Department will develop a design guidelines manual, in order to inform the various public groups of landscape maintenance and improvement. The Parks Department defined the VMP goals:



North Shore Recreation Area (↑)

- *Maintain, preserve, and restore the historical integrity of the park.*
- *Regenerate the natural habitats of the park.*
- *Promote stewardship and sustainability of the vegetation within the park.*
- *Provide for active and passive recreation opportunities within the park.*
- *Integrate the diversity of landscapes and uses within the park.*

*“In order to direct and clarify vegetation management activities, the Park was first divided into ten Landscape zones, and distinct Management Areas within each zone. Delineation was based on vegetation types, patterns of use, and geographic distinctions within the Park. The guidelines for plan implementation provide recommendations divided between Ongoing Maintenance, Specific Projects (which go beyond routine maintenance), and management of Formal Landscapes. Maintenance and project priorities are given, with guidance concerning whom to appropriately involve in which vegetation management activities.”* The Parks Department has identified three major issues to address; these views represent the diverse and passionate interests of SPMP’s local and regional constituencies.

- *Views- The VMP focuses on meeting goals and objective for the park landscape consistent with adopted policies, without specific accommodation for this concern. View preservation internal to the SPMP is addressed in the VMP.*
- *Habitat- Habitat improvement is a key goal of this plan, and the VMP acknowledges conflicting perspectives concerning habitat, and offers recommendations to ensure balance. Passive recreational use areas will be retained, not converted to habitat plantings.*
- *Historic Preservation- The VMP follows legal dictates of the SPMP Historic Properties Re-use and Protection (HPRP) Plan and its deed covenant, that all contributing historic landscape features be preserved and maintained, including most Deodar cedars within the district. A higher level of attention to the Park’s historic plantings is recommended.*

#### Wetlands and Athletic Fields

The main automobile entrances to this area of the park are at 74<sup>th</sup> Street and 65<sup>th</sup> Street. The wetlands project and athletic fields have become an integral project. The design team is trying to inter-relate the two as much as possible, and the athletic fields and their respective parking lots will supply water directly for use in the wetlands. The athletic fields site would be leveled through cut and fill; natural materials would not be removed from the site. The edge between the athletic fields and the wetlands would be blurred. Parking for 850 cars would be dispersed throughout four new lots. The design team has examined the potential for reinforced green paving, which would drain to swales, and the water would be transmitted throughout the site. The water runoff from the athletic fields would also be captured through swales and used in the wetlands. Water used for the wetland would be treated. The design also incorporates a new pedestrian link between 70<sup>th</sup> Street to the athletic fields. The path will allow people to walk through the athletic fields to the wetlands and other areas of the park.

An unprogrammed open grass meadow would also be incorporated into the athletic fields. The athletic field surface would be synthetic, and there would be soccer, rugby, baseball, and women’s fast pitch fields. These fields may be illuminated, and the design team is working with the community to address their concerns about lighted fields. There would be three restrooms and other storage areas.

The design team conducted workshops to first develop the vision for the design of the wetlands, and then identified the physical form linked to that vision. Water is the primary habitat for this system. The water from the synthetic fields and the parking surfaces would be separated into different channels, to ensure that the water is treated properly. The marsh meadow is to the west, and there would be shallow pools that would overflow into the main core of the wetlands. The pools would transition in character between geometric forms to more organic forms to the east. As the water table increases, the pools would become deeper. The wetlands would become a lagoon to Lake Washington, and there would be fingers extending

into the lake, with niches for habitat. The northern wetland area will be a seasonal wetland area; this area will incorporate runoff from the northern area of the site. The design also incorporates an upland area, which is important for animal habitat. The design retains existing wetland systems, as undeveloped as they are. For example, the natural topography creates a wet meadow that recognizes the history and previous uses of the site; the swath is a remnant of a man-made structure, the site of the previous tarmac.

### **Key Commissioner Comments and Concerns**

- Would like to know if budget concerns are driving the decision to retain the paved area in the North Shore Recreation Area. Would like to know if there are other alternatives to address these environmental concerns.
  - Proponents stated that they are also concerned that, upon removal of the pavement, water permeation would cause contamination of the runoff. Further stated that the contamination levels are above the state level limits. The removal of this contaminated soil could cost millions of dollars. Further stated that, programmatically, this paved surface is preferable as well, to provide storage space and a hard surface around the warehouse storage space. If the paved surface were removed, the removal of the adjacent warehouse storage space would be required as well.
- Believes that there should be a strong connection between the Burke-Gilman Trail and the athletic fields and wetlands area.
  - Proponents stated that there would be a strong visual connection between the trail and the entrance at 65<sup>th</sup> Street. There will also be a light at 70<sup>th</sup> Street, to provide a safe access point. Further stated that other design solutions may be proposed to slow traffic down.
- Commends the team for the design of the athletic fields and wetlands area, and appreciates the intent to integrate the fields with the natural habitat. Hopes that visitors are aware that the wetland is man-made. Believes that biology should be used to address the problems of the site. Applauds the team for the intent to experience the landscape, rather than simply understanding it scientifically.
- Urges the Parks Department to address the development of SPMP as a single site. Hopes that competing community concerns and funding do not hamper project development. Believes that, while there are discreet projects, there are design concerns that should be addressed in each project. These design concerns should be separated into layers, and these layers should be presented every time a new project is presented, so that all may understand how these layers are addressed in every project.
  - Proponents recognized the political challenges of this major redevelopment effort, and stated that there is a small, compact staff working on this project. Further stated that the Parks Department has addressed many community concerns. The team feels that the landscape will hold all of the various components together.
- Encourages the Parks Department to develop guiding design principles that can be used by all future consultants.
- Recognized that there was a previous concern that the wetlands and athletic fields would be separated from the park. Believes that this design is very successful, and supports any design decision that would further integrate these uses and connect these uses to the park. Believes that other new components and areas should be further integrated into the park.

- Recognizes that currently, many people consider formal geometries inappropriate for landscape design. Supports the wetlands and athletic fields' design and recommends that the team retains strong planning geometries and organizations.
- Would like to know if this site could be further used as an environmental education site. Would like to know if an educational information display could be integrated into the art program.
  - Proponents agreed that this is a viable suggestion, and hopes that people could be informed, but without the basic and simple solution of installing signage. The information and display pieces could be integrated into the structure or viewpoints. Proponents further stated that there could be informational nodes in which to linger, or spaces for formalized education. Parks Department further stated that this is also a guiding principle for the design team as well as the full SPMP staff. The park should be an environmental showplace for the region, and there should be as many types of systems as possible, for informational comparison.
- Believes that the richness in ecological diversity comes on its own. Recognizes that the systems will succeed or fail, based on the vegetation management. Recognizes that many exciting experiences are created by the different types of plants, and hopes that the team is not slavish in stating that all of the materials should be native. Recognizes the some products, such as the poplar, are not geographically native, and these should be retained as well.

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**1 Nov 2001 Project: Arts Plan for Pro Parks and Community Center Levies**

Phase: Briefing

Previous Reviews: 16 August 2001 (Parks Department Community Center Levy Program Update Briefing)

Presenter: Carolyn Law, Seattle Parks Department/ Seattle Arts Commission

Attendees: Wendy Ceccherelli, Seattle Parks Department  
Erin DeVoto, Seattle Parks Department  
Michael Shiosaki, Seattle Parks Department

Time: .5 hour (SDC Ref. # 169 | DC00241)

**Discussion Summary: The Commission appreciates the briefing and appreciates the opportunity to review this innovative programmatic Art Plan strategy.**

- The Commission commends the artist-in-residence for the work completed to date, and believes that the art plan is on the right track;
- encourages proponent address the role of public parks in the 21<sup>st</sup> century, whether the focus is social change, ecology, or other ideals;
- hopes that the art plan would additionally focus on children, and their perception and understanding of public space and nature through the integration of art;
- encourages proponent to address the conceptual issues specific to parks and nature, hoping that the natural environment is used as media, to counter the tendency to objectify public art; and
- encourages proponent to develop the Art Plan comprehensively as a visual analysis of the whole city and its systems, to inspire artists and promote a visual understanding of their art as part of a larger system.

Carolyn Law is the Seattle Arts Commission artist-in-residence for the Seattle Parks Department. She is working to take a citywide perspective on current and upcoming Parks Department Capital Improvement Projects (CIP) and Pro Parks projects, to identify opportunities for artist involvement and 1% for Art projects. There are also many great opportunities to meet with communities to understand the Neighborhood Matching Fund (NMF) process and upcoming opportunities. The Arts Plan should be completed by the end of the year, and Law also plans to develop changes to the Municipal Art Plan. This Art Plan, with a feasible schedule, will encourage concrete project development.

Throughout the research and information gathering, Law has remained flexible to better understand how all of this information works together. Law has developed a preliminary set of categories of projects within the overall Pro Parks group. These projects range in scale from large projects, like Sand Point/ Magnuson Park to small projects within neighborhoods. The Arts Plan must address this diverse range of projects. While the Pro Parks Levy would fund some of these projects, Law is also hoping to identify some opportunities to work with other types of projects in other departments; the Potlatch Trail, for example, is an Seattle Public Utilities (SPU) project for which there are Pro Parks funds.

Law has developed a list of categories, to give the Arts Plan some structure; these categories identify a hierarchy of sites, and how they impact the city. These categories would also help to explain connections, where, for example, there may be a community center, a park, Transit Oriented Development, and/ or a library. There may also be categories that address project threads that run through the city, like trail systems. Law also hopes to identify gaps and under-served areas throughout



the city. These opportunities, with great potential impact, can be developed to build upon the city's park legacy. The Arts Plan would recognize that the character of parks would be changing throughout the 21<sup>st</sup> Century.

### **Key Commissioner Comments and Concerns**

- Would like to know how the final product would take shape. Would like to know how these ideas will be passed on and implemented.
  - Proponent stated that the Arts Plan would be a plan with a prioritized matrix of projects, with scopes, schedules, budgets, and guidelines and criteria for artist selection.
- Is not familiar with Arts Plans. Would like to know how the plan would prioritize opportunities and projects.
  - Proponent stated that there would be a set of criteria by which to prioritize the projects. The criteria would also be related to the criterion that was used to establish the list of Pro Parks projects; the Pro Parks list of criteria has relevant guiding principles. Further stated that there may be unique opportunities of a different level of significance. The criteria would examine the project as a whole, and would also examine specifics for a site for art.
- Commends proponent for a wonderful job on the conceptual approach to the project. Recognizing the attacks on September 11 and the lasting impact on our culture, would like to know if the Arts Plan will address the need to provide a general sense of comfort for children. Believes that art could increase the level of comfort in our surroundings. Hopes that art will be whimsical, and believes that there should be opportunities to provide fantasy sculpture in the landscape. Believes that there is already a significant amount of serious art.
- Would like to know the scope of the Art Plan.
  - Proponent stated that it would be broad, as it would cover projects throughout the city, but the Art Plan would be specific for each project. The 1% for Art funds have been pooled; it would not be physically or economically feasible to propose incorporation of art in every project. Currently, does not know the total number of projects; there are 80 Parks projects, and 11 community centers, in addition to numerous other activities.
- In addition to thinking about art as an educational component, encourages proponent to think about how art can address the conceptual nature of the park and the natural environment. Hopes that the Art Plan is framed in such a way that conceptual issues can be addressed.
  - Proponent agreed and hopes that art can be used as a means to connect people to parks. The Art Plan would provide guidelines that would help artists understand what it is they are working on, to provide connection from a larger perspective.
- Hopes that the Art Plan will, in some way, discourage the objectification of public art.
  - Proponent stated that many ideas can conceptually be interwoven, and there is a wonderful mix of opportunities.
- Hopes that these opportunities for connection are in the Art Plan. Believes that there are non-public opportunities that should be included in the Art Plan.
- Is encouraged by the mention of integration and overlap between a wide range of projects. Is

disappointed that the Art Plan itself will be a matrix. Hopes that there would be a visual analysis of those categories. Hopes that an artist-in-residence could develop a cognitive, socio-economic, ecological map of the city that would bring more meaning to each individual project, rather than concrete items, such as scopes or budgets. Hopes that the map could show links between these parks and other community-based amenities like libraries. Hopes that the Art Plan will bring visual meaning and links between individual projects.

- Recognizes that, in 2003, there would be a celebration of the Olmsted legacy. Encourages proponent to think about what the Art Plan could say to this group about the legacy. Hopes that this could be a way to frame the discussion.
  - Appreciates the opportunity to understand everything that is currently taking place throughout the city.
- Encourages proponent to include positive and negative examples, so people can understand the nature of the conceptual notions of public art.
- Hopes that the Art Plan is developed in such a way that these integrated ideas are planted in the minds of others. Hopes that the Art Plan is not developed and completed as a product, and then placed on the shelf. Feels that the Art Plan should be strategic. Would like to stress the importance of implementation.
  - Proponent stated that this is the reason why the artist-in-residence office is in the building with the people who would be working on the projects. Proponent has been able to work with Parks Department staff who has a broad vision of their roles and opportunities.

**1 Nov 2001      Commission Business**

**ACTION ITEMS**

A.    TIMESHEETS

**DISCUSSION ITEMS**

B.    OUTSIDE COMMITMENT UPDATES/ CUBELL

C.    DC WORK PLAN 2002 BRIEFINGS/ RAHAIM

D.    DC 2001 COMMENDATION LETTER CRITERIA/ CUBELL

**ANNOUNCEMENTS**

E.    HIGH POINT DESIGN REVIEW MEETING, NOV. 8<sup>TH</sup>, 6:30 PM

F.    VIADUCT PUBLIC MEETINGS

**11/13-** SEATTLE PACIFIC UNIVERSITY, GWINN  
CONFERENCE CENTER, 5-8 PM

**11/14-** ARCTIC BUILDING, DOME ROOM, 5-8 PM

**11/15-** LAFAYETTE ELEMENTARY SCHOOL  
CAFETERIA, 5-8 PM

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**1 Nov 2001** Project: **Viaduct and Seawall Project**

Phase: Briefing

Previous Review: 16 August 2001 (Briefing)

Presenters: Bob Chandler, Seattle Transportation/ Seattle Public Utilities  
 Boris Dramov, ROMA Design Group  
 Tom Madden, Washington State Department of Transportation (WSDOT)

Attendees: George Blomberg, Seattle Planning Commission  
 Marty Curry, Seattle Planning Commission  
 Susanne Friedman, Seattle Planning Commission  
 Carol Hunter, WSDOT  
 Susan McLain, Seattle Planning Commission  
 Katy McNabb, Department of Neighborhoods  
 Ethan Melone, Strategic Planning Office (SPO)  
 Kristin Nielsen, Seattle Transportation (SeaTran)  
 Steve Pearce SPO  
 Paul Tomita, Seattle Planning Commission

Time: 2 hours (SDC Ref. # 220 | DC00242)

**Action:** **The Commission appreciates the team's thorough analysis of multiple concept alternatives for the replacement of the Alaskan Way Viaduct and seawall. The Commission would like to make the following comments and recommendations.**

- **The Commission commends the team for the comprehensive examination of urban design issues and principles, so necessary for this waterfront project;**
- **urges the team to work with WSDOT to explore variable pricing concepts with respect to ferry operations which would reduce vehicle queuing and allow more productive use of land in Pioneer Square than vehicle storage;**
- **encourages the team to consider the impacts of elevated highways surrounding the stadia and consider more optimal solutions;**
- **encourages the team to consider the impact of the traffic on the north-south traffic patterns through downtown;**
- **supports concept alternatives that address the design principles identified by the Seattle Design Commission and the Seattle Planning Commission in their joint letter of 10/29/2001 and concurrently addresses the reconstruction of the seawall; and**
- **suggests that the Seattle Design Commission and Seattle Planning Commission should be directly involved in the continuing examination of alternatives.**

*"There is an urgent need to replace the 48-year old Alaskan Way Viaduct (SR99) because of its age, seismic vulnerability, and critical role in the region's transportation system. WSDOT and the City of Seattle have joined to conduct an intensive and expedited study of options to either retrofit or replace the viaduct as soon as possible. The study results, including environmental impact information, will be used to make project decisions and begin preliminary design with an aggressive goal of entering a design-build RFP contract in late 2003."* -<http://www.wsdot.wa.gov/projects/viaduct/>

Working as a partnership with the City, other agencies, and working with the community, the team has developed three concepts, which are all hybrids of earlier concepts incorporating bored tunnels, an aerial structure, and/ or a cut and cover concept; public transportation is considered in all of the concepts. These concepts all integrate urban design concerns. To meet the demanding schedule, the team hopes to narrow alternatives, identify a preferred alternative, complete the environmental process, design the preferred alternative, and begin construction. To maintain service throughout construction, two lanes must be operational in both directions at all times. Other project concept include meeting 2030 traffic projections, addressing environmental issues, improving safety and seismic performance, and providing connections to SR 519, stadiums, and Interbay.

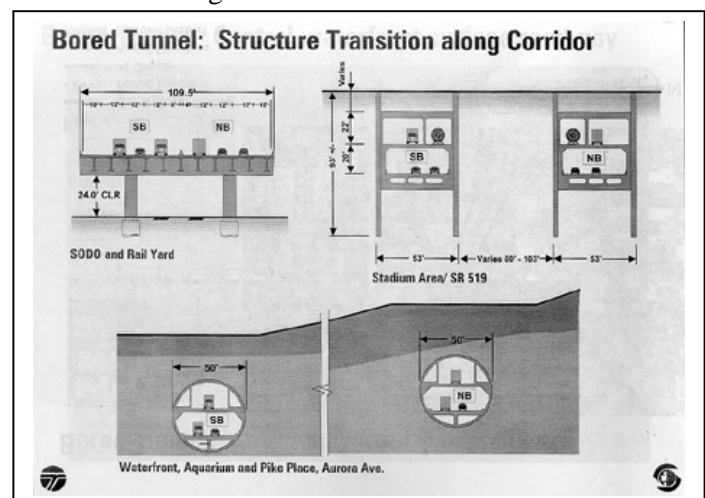
The structural stability of the Alaskan Way Viaduct and the seawall are also related, and the team has been working to identify what would happen to the seawall during a significant seismic event. The soils would liquefy and the Alaskan Way Viaduct structure would become unstable. This condition will help to define how the Viaduct replacement program should be defined and implemented. The team has identified a few schemes by which the seawall could be repaired, without working on the Viaduct.

In general there are many exciting urban design opportunities on the waterfront, and the State and City have recognized the need to take advantage of these opportunities. The urban design consultants have reviewed the Seattle Design Commission/ Seattle Planning Commission Recommended Principles on the Alaskan Way Viaduct and Seawall, and will address these principles throughout the development of Viaduct replacement concepts. To address these principles, the team must realize opportunities while dealing with the constraints. While this is a major transportation improvement project, it is one of the most significant acts of city building that a community can undertake, as the transportation link is not the only objective to be implemented. The Viaduct replacement project will affect the city as a whole, in terms of Seattle's image, identity, and open space qualities. Rather than identifying general concept alternatives, the team hopes to identify how the Viaduct will affect different neighborhoods, meet certain streets, and shape the experience created by the Viaduct's replacement. The team has also examined the history of the nature of the Seattle waterfront, and believes that the visual and physical (including pedestrian) access to this waterfront should be addressed in the Viaduct replacement project. The team is also examining the nature of the trade-off between local access from the Viaduct and movement through the city, noting that the original Viaduct bypassed downtown.

Through significant transportation review, the team made some primary conclusions.

- By expanding capacity at Battery Street, combined with north access at midtown, traffic would shift from I-5 to SR 99.
- North midtown access would remove trips from the arterial network.
- Modified connections at the north end need to be investigated further.
- Improvements south of Spokane Street may be needed to relieve arterial.
- A bored tunnel requires more lanes than possible on a surface boulevard.

The Bored Tunnel concept alternative begins with an aerial structure at SODO and the rail yard. This alignment would allow a better connection between the Port of Seattle and the railroad. The portal for the tunnels would be just north of the stadiums and SR 519. These tunnels

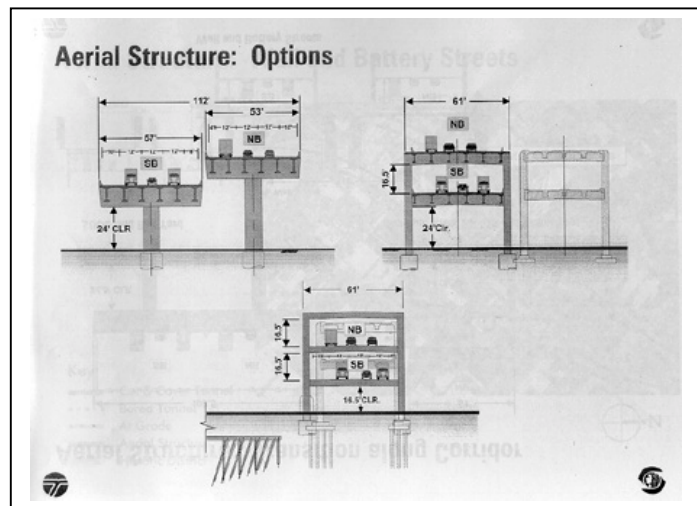
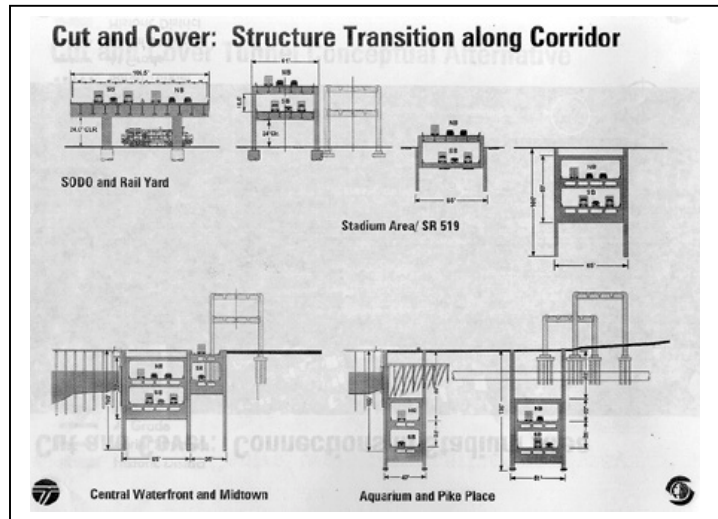


would continue underground, past the central waterfront area, midtown, the Aquarium and Pike Place Market. At this point, the tunnel would connect to Western and Elliott Avenues, while another section of the tunnel would continue, and align with Aurora Avenue through a portal. The two tunnels would be approximately fifty feet wide, and there would be three lanes inside each of the tunnels. Due to the required depth of the bored tunnels, direct access to downtown would not be feasible. Because Alaskan Way is an arterial in this area, Alaskan Way would become a boulevard, with eight lanes of traffic, and would include a central lane for the trolley. The Bored Tunnel concept alternative does not address the structural stability of the seawall.

The Cut and Cover concept alternative also begins with an aerial structure at SODO and the rail yard. However, the south end of the Viaduct replacement could also be at grade; there are alternatives, and this concept alternative would also connect to SR 519. The cut and cover tunnel would extend from an area just south of Pioneer Square, along the waterfront to the Aquarium and Pike Place Market, where it would then become a mined tunnel that would surface at Aurora Avenue. The aerial structure at the south end would be

two levels; the structure would remain at two levels, as it became a cut and cover tunnel, in order to allow ramps and access to downtown. For the cut and cover tunnel construction, the walls on either side would be built first, a deck would be built across, linking the walls, and then the land would be mined underneath. Currently, the distance between the buildings and the piers is one hundred feet. This would provide enough room to distribute the ramps required for local access; this includes northbound and southbound access into the midtown area. The cut and cover tunnel would be constructed, the Viaduct would then be taken down, and the ramps would be built last. This concept alternative also includes a frontage road with parking, to provide access to the adjacent properties on the waterfront. Alaskan Way would be three lanes, with one lane in each direction and a turn lane. This concept would accommodate the existing trolley, and there would be room for additional track to provide increased trolley service. At King Street, Alaskan Way would split; the southbound lanes would surface from the cut and cover tunnel to the west, while the northbound lanes would continue down Railroad Avenue. This scheme would also include a ferry queuing area south of Pioneer Square. As each concept alternative develops, the team identifies opportunities and addresses problems. A bored tunnel would be used to connect to Aurora Avenue North; this would allow Battery Street to remain open during construction.

The Aerial Structure concept alternative incorporates an aerial structure, beginning at



the south end, continuing to the Battery Street tunnel, and a potential Wall Street tunnel. There are concerns about the geometry and the turning radii required to connect to this tunnel. This concept alternative would allow access to the midtown area, but these connections would not be as clean as the other alternatives. An aerial structure would be most appropriate in the current location. Therefore, during construction, a temporary structure would be built adjacent to the current Viaduct. Connections to midtown or the stadia would be difficult during construction. This concept alternative does not address the stability of the seawall. During construction, the temporary structure would be twenty-five feet from the historic piers, and the environment underneath would not be pleasant. To improve the urban environment created by this scheme, this concept alternative includes a “lidding” of the structure. There could be a promenade on the top of the structure and retail at ground level; the Viaduct would become an above grade tunnel, like a building. The team recognized that there are many concerns related to this scheme. This monumental structure would not be part of the urban fabric in scale; also, if there were a public promenade on top of the structure, there would not be “eyes on the street.”

### **Key Commissioner Comments and Concerns**

- Commends the team for the clear presentation and graphics. Does not believe that on street ferry queuing should be included in any of the concept alternatives.
- Believes that the Washington State Department of Transportation (WSDOT) should examine pricing strategies that would reduce the need for queuing, and promote more pedestrian ferry traffic. Agrees that it would be a disgrace to use the historic waterfront as a space to park cars.
  - Proponents stated that the ferry queuing area would be located in the WOSCA site, removed from the urban fabric; development above the queuing area would also be possible.
- Believes that access into and out of the midtown areas would be necessary. Believes that the cut and cover concept alternative offers makes good connections to midtown, while the other concept alternative make very difficult connections.
  - Proponents stated that the bored tunnel concept alternative does not preclude the possibility of midtown connections. The bored tunnel would provide through access, while the boulevard would provide connections to midtown.
- Does not feel that the boulevard is an acceptable alternative. Does not believe that an eight-lane boulevard should be along the waterfront.
  - Proponents stated that, the access provided by the cut and cover and aerial concept alternatives are approximately the same in terms of difficulty.
- Cannot imagine the long building that would result if the aerial concept alternative is lidded and enclosed. Is concerned that this long building would block views to the west. Believes that it would be a great barricade between midtown and the waterfront.
- Believes that there are more benefits provided by the cut and cover concept alternative than there are for the other alternatives. Believes that the preferred alternative should remove existing negatives about the current Viaduct, and replace these negatives with positive solutions.
- Believes that concept alternatives that do not address the stability of the seawall are incomplete and should not be developed as viable alternatives. Supports a concept alternative that addresses all of the primary concerns that need to be addressed, including the Viaduct and the seawall. Supports an approach that resolves all of the concerns simultaneously.

- Believes that the bored tunnel and aerial concept alternatives do not address the team's primary principles.
- Would like to recognize that, while the City of Seattle and WSDOT are addressing concerns related to connections and personal accessibility to midtown Seattle, these departments must also address the needs of freight mobility, toxic waste movement, and commercial vehicles.
- Would like to know if hazardous waste and freight would be able to travel through the bored and cut and cover tunnels, recognizing that these materials cannot use I-5, passing beneath the Washington State Convention Center.
  - Proponents stated that these routes would be serviced by machinery and technical systems similar to those found on I-5 and I-90; this route would be unrestricted. Further stated that there would be a significant venting system.
- Would like the team to explain how the seawall would be replaced without implementation of the cut and cover concept alternative. Would like to know if the seawall could be repaired independently and economically.
  - Proponents stated that the cut and cover excavation would be much greater in depth than the seawall. Further stated that the current fill behind the seawall is contaminated, which must be disposed of appropriately.
- Would like to know the opinions and preferences of the Port of Seattle and the Burlington Northern Railroad regarding the Viaduct concept alternatives and alignments.
  - Proponents stated that they did recognize some prospective difficulties caused by proximity at the Whatcom rail yard. Further stated that these departments have not yet clearly identified a preference, and this conversation would continue.
- Would like to know what changes and improvements, based on the future construction, would be the responsibility of the City of Seattle, and what changes would be the responsibility of WSDOT.
  - Proponents stated that funding would be a significant discussion. Further stated that the repair of the seawall would be more expensive than any other transportation project that the City has completed.
- As shown in the bored tunnel concept alternative, does not believe that an eight-lane boulevard on Alaskan Way is a viable alternative. Hopes that these traffic needs could be served by other north-south arterials in the area.
  - Proponents stated that they are examining the traffic capacities and patterns of adjacent arterials, in addition to examining other design alternatives that could be implemented through the construction of the Viaduct alternative. Further stated that current downtown streets do not have sufficient capacity for additional traffic.
- Would like the team to further explain the SR-519 connection.
  - Proponents stated the WSDOT would construct ramps from I-90 to the street level. The SR-519 Project was initiated in response to studies that identified the corridor as a severely congested arterial serving all manner of traffic traveling between the I-90 and I-5 interstate systems and the Colman Ferry Terminal. SeaTran would revise the connecting roadways between Occidental Avenue South and the Seattle Waterfront. Proponents stated that the project would be completed in two phases. Further stated that,



while this solution would not be very urban, this is an industrial area. Traffic conditions in the area around the stadia would be greatly improved, and these investments are necessary from a traffic standpoint.

- Does not believe that a building created by the aerial concept alternative would be acceptable all along the midtown waterfront, regardless of the design, art, and money used to improve this concept alternative.

#### **Key Visitor Comments and Concerns**

- A representative from CityDesign recognized that all of the schemes are very similar, in terms of the location of the southern portal. Would like to know if the tunnel portals could be moved further south. Assuming the completed construction of SR-519, is concerned that the ballpark would be completely surrounded by raised highways.
  - Proponents stated that the soil is not acceptable here, and the soil would be worse at greater depths, and the cut and cover process would be very difficult. Further stated that the space for a portal in the rail yard is limited, due to existing alignments of the railways.